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PUBLIC LANDS



BUREAU OF LAND MANAGEMENT

OUR PUBLIC LANDS . . .



"Conservation is a state of harmony between men and land. By land is meant all of the things on, over, or in the earth. Harmony with land is like harmony with a friend; you cannot cherish his right hand and chop off his left. That is to say, you cannot love game and hate predators; you cannot conserve the waters and waste the range; you cannot build the forest and mine the farm. The land is one organism. Its parts, like our own parts, compete with each other and cooperate with each other. The competitions are as much a part of the inner workings as the cooperations. You can regulate them—cautiously—but not abolish them."

(From "Round River—From the Journals of Aldo Leopold," edited by Luna B. Leopold, Oxford University Press, 1953.)

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COVER

Mule deer in eastern Oregon. Millions of big game make their homes on the national land reserve. Like other crops, wildlife need care. Effects on wildlife habitat are considered in developing mineral, water, range, and timber management programs on our public lands.

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DEPARTMENT OF THE INTERIOR

Stewart L. Udall, Secretary

BUREAU OF LAND MANAGEMENT

Karl S. Landstrom, Director

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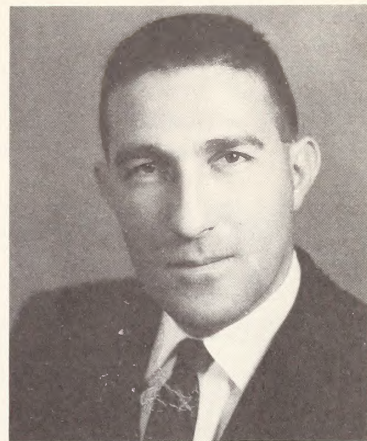
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THE NATIONAL LAND RESERVE

Today—Tomorrow

by Secretary of the Interior Stewart L. Udall

Editor's Note: The following remarks are excerpts from a speech before the Western States Land Commissioners Association, Seattle, Washington, August 8, 1961.



WE FACE a double problem today. On one side we have the mounting pressures of population with seemingly insatiable demands on space, water and resources. On the other hand we confront the inescapable fact that there are fixed limits to our reservoir of natural resources. Certainly we will go on enlarging the man shaped part of our landscape, with a corresponding reduction in that portion which remains in its raw, natural state. But these changes must be done with forethought, and with a respect for the land. The public planner, the land-use specialist, should be on the scene ahead of the bulldozers—not trailing behind in some futile attempt to mitigate the damage already done. All of us, as managers of public resources and lands, face decisions that test our balance and judgment as never before.

America's survival depends on our success in achieving an equilibrium between man's needs and nature, and to do this conservation must become a full partner in the planning and development of our national estate. We cannot continue to haphazardly alter nature in the guise of "progress."

There is a big conservation job to be done in this country and it is a task that will not be done right without carefully coordinated efforts at all levels of government, as well as with the cooperation of industry and private citizens. The Federal departments can do their part—and under the leadership of President Kennedy that is what we intend to do—but much depends on enlightened and energetic public officials at the State and local level. Creative use of zoning regulations, far-sighted land use planning, coordinated public

works programs all are tools in this work. If we act in harmony, these efforts will supplement and reinforce one another to the end that the long-term good of the public is foremost in our land and resource planning.

I grew up in the public-land country. As a young man, I spent a good part of my life roaming around on lands that were owned by the State or the Federal Government. As a Congressman, I had a very large amount of public land in my district. So I came to my new office with some personal familiarity with our mutual problems.

At the outset I had a tremendous experience—being yanked up from a position where my responsibility was to the people of a congressional district, and suddenly being forced to take a countrywide view of the total resources of the Nation. As you can imagine, it has been a tremendous education.

I've stood on the seashore at Cape Cod—the great new national seashore that Congress recently created. I've been down at Padre Island in Texas. I've been part way—I wish I could have gone all the way—up Mt. Rainier. I've been at the Point Reyes area, north of San Francisco. I've been in the great canyons of Utah, on a river trip. And I've seen sections of the Eastern and Southern United States that I have never seen before.

You see things in a different perspective when you're forced to concentrate on the problems of small areas.

One thing I would like to say to you is that I think lands of the public domain—and by that I mean the forest lands, the park lands, the State lands, the Federal lands—these lands, as a whole

constitute the greatest asset of the Western States.

The eastern part of the United States has no public domain. And I never realized the full impact of this fact until I began studying their problems, particularly their increasing need for outdoor recreation lands.

To provide new areas for outdoor recreation, we must now buy back private lands. To acquire 26,000 acres—a very small piece of real estate, compared with what we have in the West—it will cost the Federal Government from \$16 to \$20 million.

Let me say again, the public domain is one of the greatest assets of this Nation. We should treasure it, and use it wisely.

As I flew over Washington today, I saw the great land reserve of your State. There isn't an eastern State that wouldn't consider itself wealthy, if they could have 1/50th of the public domain that you have here.

Of course, it's plain to me now, as a manager of the national estate—but I think, historically, one of the great mistakes that was made in this country was that we were too late adopting the idea of a *national land reserve* of public lands. Now we have a great domain west of the Mississippi, but only a few scattered holdings in some of the eastern States. If we had planned wisely, back in Revolutionary times during the early periods of settlement, more lands would have been put aside as reserve for the future.

Challenge and Opportunity

Our public domain has been, and still is in the West. It is a spacious land. And spaciousness, greenness, and openness are, in my opinion, characteristic of our country, the glory of our Nation. But I think the important thing is that we still have land to work with, we still have land and resources to develop and utilize in the West. This is one of the great challenges and opportunities that we have before us today.

I have lived, and am living now, in the East. Those of you who've had the experience of walking only a few yards from where you live to encounter signs like "No Trespassing" or "Private Land" will know what it means to live here in the West. Here a man can leave a great city—such as Seattle, Portland, or other population centers—and within a matter of minutes arrive at a recreation area, where he can go where he pleases, and do what he wants to do, as long as he doesn't commit depredations. No one can say to him, "Get off my land."

It's a great freedom that we have here. I think too often in the West, there are too many people who don't appreciate it.

Things aren't perfect, of course. You have land problems, and so does my Department.

There was a time—and still is in some of our States—when all a land manager or resource manager had to do was sell and dispose of parts of the

public domain. To a degree this is still necessary as long as we have growing States, growing urban areas, and growing cities. But as a general rule, it's no longer true that the State land office or State BLM office is doing the best job when it sells the most land for the most money.

We must be conscious of our growth needs, in terms of our natural resources.

A Thoughtful Approach

Not so long ago, there was a time when any use of lands had to show a profit of hard dollars. At the present time in the Department, utilization must be the result of a careful, thoughtful approach to the problem—keeping in mind that most public lands are a part of the national land reserve.

If our inventory includes land suitable for a city park or a county outdoor recreation area, and if a city, a county or a State needs it, now or for the future, it is our view that these are legitimate, important, and wise uses of such lands—and requests should be accommodated on a high priority basis. A good State park or a county park or a local park is an asset to all the people who live in the area. We regard each of these as a national asset.

We must think and plan on a comprehensive basis. We can no longer take a narrow concept, or be responsive merely to single interest groups. We must plan in terms of the interrelationship of resources, and we must look at these resources comprehensively—or we'll make mistakes. Some of these mistakes can be very serious ones. If we don't pay for them, the next generation will. I think history proves this point.

"Balanced use," "multiple use"—we've lately been using a lot of terms. Many of these are hard to define easily. "Multiple use," for example. It's a favorite with a lot of people, probably with a lot of you here. The only thing that troubles me is, that if you take ten people and throw some of these terms at them, you get a different definition from each of them.

Wise and Highest Use

Basically, they all pertain to conservation. And conservation to me has always meant to put our resources to the wisest and highest use. This means, in some instances, that selectively we set aside an area. This area might be an area we dedicated temporarily or for a long period of time to a single use—such as mining. Every time we build a great dam or a small dam, we've dedicated that particular area, or that stretch of the river, to irrigation or the production of power. But we must take into account all the resources, and all the interrelationship between these resources, and then plan for the best and highest use. This may mean sometimes dealing selectively, when we determine that a single use is necessary for a given

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RECREATION

On The National Land Reserve



by E. K. Peterson, Recreation Specialist, BLM

THE PUBLIC DOMAIN—the western frontier—your national heritage. The stage for many memorable events during the exploration and settlement of our Nation. First there were buffalo herds, Indians, mountain men, wagon trains, and cattle drives.

Later came settlement, and the establishment of farms, ranches, and other natural resource industries. Then, near the beginning of the twentieth century, the Federal Government withdrew large areas for national forests, national parks and national wildlife refuges.

One hundred sixty-eight million acres of the original public domain remain in 11 Western States. This is the national land reserve—America's storehouse of lands and resources. Much of it remains undeveloped and unspoiled. It is in the back country, generally rough terrain, with few good roads; most of it is semi-arid. Ownership patterns are often complex. There are very few developments to facilitate public use.

Nevertheless, people have been "discovering"

the national land reserve in their quest for outdoor recreation. Many seek to experience for themselves a segment of the Old West as it was known to our pioneer forefathers.

They are finding some of the best mule deer and antelope hunting in the United States, with added bonuses of chuckar, and Hungarian partridges, quail and sage hens. They are locating some of the thousands of miles of fishing streams and rivers that have been little used because of the lack of convenient roads. Rock collectors are finding new and fertile deposits to explore. Water sports are increasing on reservoirs built for irrigation purposes and bordered by the national land reserve. Primitive camping is growing rapidly. The national land reserve offers the potential for all of these uses.

Despite the lack of recreational facilities there were an estimated 11 million visits to the national land reserve in 1960 for outdoor recreation. Some areas are becoming congested and unsightly, unsanitary and hazardous conditions have been



OWENS VALLEY, California. This area of the national land reserve north of Los Angeles receives heavy recreation use throughout the year. BLM has no recreation facilities on public lands in the area.

created. Examples are in Owens Valley, California, and the Salmon River in Idaho.

1960 marked the beginning of the construction of camping and picnicking facilities on BLM lands. Money for recreation construction has been limited to the O&C forest lands in western Oregon.

Now, for the first time, BLM is moving toward an active program of facilitating public recreation on the national land reserve. On September 1, 1961, Secretary of the Interior Stewart L. Udall announced that, "The provision of open spaces for outdoor recreation is one of the most important objectives of the national land reserve. Plans are to give recreation the same degree of attention as is given the more traditional management programs for such resources as range forage, commercial timberland and leasable and hardrock minerals."

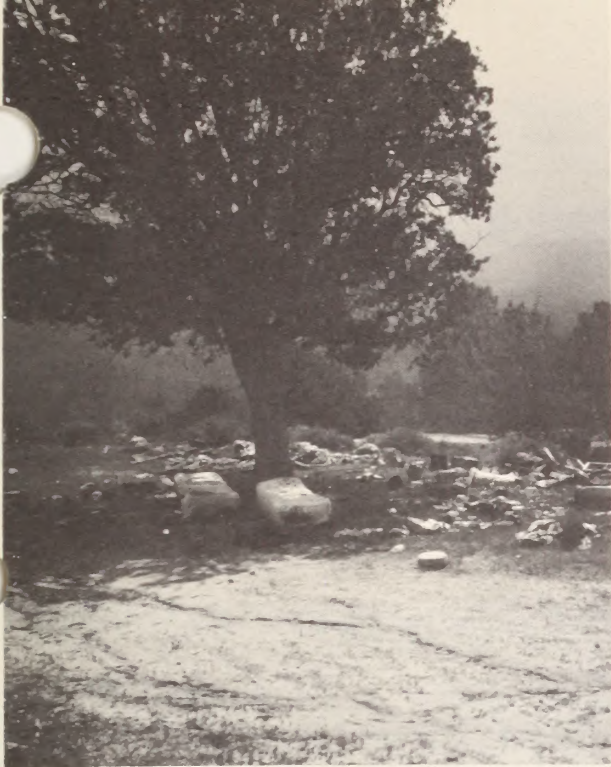
The Department's plans are that public lands identified as valuable for public recreational purposes will be retained in public ownership. Rights-of-way to such areas will be obtained, and access roads will be built as rapidly as possible to serve the needs of both the general public and commercial users of natural resources. Reliable maps showing the location of Federal lands will be prepared and made available to the public. Adequate signs will be posted on the national land reserve, and other information made available to facilitate public use. Efforts will be made to block up Federal holdings in areas to be retained for multiple use management. In areas to be retained under Federal control as multiple use management units, BLM is planning for construction of recreational facilities.

The Department's plans for public land recreation are intended to complement the activities of other Federal agencies, States and local governments in accordance with a national public outdoor recreational system. The speed with which recreation plans can be implemented, however, will depend upon funds available for that purpose.

End

PARKING FACILITIES on a BLM-constructed picnic site in Oregon.





OWENS VALLEY, California. Lack of recreation facilities and management resulted in unsightly dumping on public lands.



CROWLEY LAKE, California. A favorite fishing spot on the national land reserve for residents of Los Angeles.

CANNON BALL MESA, Colorado. Indian ruins are found on many areas of the national land reserve.



MASTER UNIT

Land Classification

by Robert A. Jones, Land Officer, BLM

IN THIS DAY of space exploration, automatic data processing, and urban planning, our original national heritage, the public domain, is often still considered in "horse and buggy" terms. It is largely unstudied and its present tenure pattern is more a matter of chance than of plan. It is generally remembered as the area left over after the transfer of lands to private ownership, and the creation of special reserves, such as national forests and national parks.

True, those public lands administered by the Department of the Interior's Bureau of Land Management are the areas "left over," but they are a highly significant leftover. The recent surge of interest in open space and natural resources has placed this national land reserve squarely in the middle of a tremendous land boom. Lands which could hardly be given away 20 years ago are now selling for thousands of dollars an acre. Public interest seems to be awakening, after lying dormant since the "homestead era" of the late 19th and early 20th centuries.

This boom, and anticipation of increasing future needs, has given tremendous significance to these public lands, which the President termed a vital national reserve. Horse and buggy concepts and procedures are being abandoned to cope adequately with and keep ahead of this boom.

Abandoning historic methods and concepts is not easy to do—especially when dealing with a sometimes emotional subject, such as the public domain. But a system of objectively planning for proper land use, on a Bureau-wide basis, and then effectively providing for this use, is long overdue.

The need for such a system is not new. It has existed ever since the era of frontier life came to a close. However, it has greatly increased in importance during recent years.

The first significant step in the direction of planned use came in the form of the Taylor Graz-

ing Act of 1934. It recognized the need for some sort of planning and control over the use and disposition of this tremendous land reserve.

Since that time, the classification job has been proceeding, but largely on an uncontrolled, irregular, and unsystematic basis. An application under the public land laws is considered as a petition for classification, and prior to a few months ago, the Bureau's classification program was essentially limited to acting upon these petitions, which were received at the will of individual applicants.

This method provided rather inefficient and ineffective service to the general public, including the applicants themselves. Under the application system, as much and often more than half of the funds devoted to land classification were used to say no to individuals who had proposed a use or disposition that was obviously *not* in the public interest. While this use of classification funds was essential to protect the public interest, little or no constructive improvement in the land pattern and land tenure was accomplished.

Only in very few instances have land transfers been sponsored by BLM and completed solely to improve the public land pattern or to benefit a public program.

Early in 1961 it was recognized that:

- ★ The application-based system, by itself, was extremely costly, considering the results obtained.
- ★ Increasing investments were being made in soil and moisture development and range improvements without sufficient consideration as to whether the land should be retained in Federal ownership.
- ★ Resource management programs could not be efficiently conducted on a project basis because land tenure was not secure.
- ★ The Bureau could not effectively communicate information regarding its program.

and operations to the public, since officials were forced to talk in generalities due to the lack of specific project oriented programs.

Many attempts had been made to develop a system which would bring the necessary degree of order and efficiency to the land classification process, and which would result in a public domain land pattern arranged to meet identified public and private needs. However, none had met unqualified acceptance or success.

After carefully studying the good and bad aspects of past attempts at land planning, a new

ready to be issued. However, the basic industrial designation is not changed. Similarly, the master unit system provides for making general decisions to either hold or dispose of general land areas long in advance of the need for specific decisions regarding type of tenure action needed or proper, or the exact boundaries of lands involved. This is essentially an adaptation of the "Master Plan" concept and provides the basis for the system's title.

- ★ *Land use decisions* may be either general or specific, but must fit the situation at



AMERICAN FLATS Master Unit in Colorado. This area contains 180,000 acres of the national land reserve—some of the most spectacular scenery in the State.

technique was designed. It has been termed the *Master Unit Classification System*. It recognizes that:

- ★ *Land use planning* must be flexible right up to the time actual land use decisions are made. For instance, a city may, pursuant to a master plan, zone an area for industry long before industry wishes to utilize the land. The decisions regarding specific type of industry, size, and location of industrial sites, etc., may go through a period of evaluation and are not made with finality until building permits are

hand. For instance, the precise boundary of an area to be retained in public ownership for public hunting purposes is not as significant as the precise boundary of an acreage to be devoted to crop production.

- ★ *Land use decisions* must take the entire environment of the area into consideration, since the physical characteristics of a specific parcel of land are of significance only in relation to their limitations on its use. For instance, an acreage having excellent picnic site characteristics possibly should not be devoted to that use if there is no present or foreseeable need for a picnic site in that area, and if some other form of

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UNAUTHORIZED

By Robert E. Wilber, Information Specialist, BLM

THIS RESIDENT picked a prime public recreation site on the Rogue River in western Oregon. Buildings are valued at \$75,000.



ROY WILSON was 40 years old—in the last 10 years he had built up a profitable auto spare parts business that could just about run itself. His two boys were starting to high school—they were at the “energy-to-burn” age. Roy’s wife, Joyce, kept saying they should have a place out in the country where the boys could expel their energy in healthful outdoor recreation.

Roy agreed. He had put 10 hard years into his business, he was entitled to a bit of affluency. He had always wanted a cabin in the mountains where he could hunt and fish, and relax away from the rush of business.

He began to look over the real estate market. There was a lot of public land in Roy’s State and he had a vague recollection of having heard that a person could get cabin sites from the Government. He asked a few of his friends if they knew anything about it.

Bill Johnson not only knew something about it—he had a cabin on Government land. A 20-acre placer mining claim, fronting on a beautiful trout stream. It was located on public lands under the jurisdiction of the Bureau of Land Management.

“But aren’t you supposed to mine on a mining claim?” asked Roy.

“Sure, but all you have to do is scrape the dirt around a little. The law just requires \$100 of assessment work a year, and you can charge for your own labor,” answered Bill.

“I’ve got a flume and riffle box up there and occasionally wash a little gravel on weekends. I’ve never found anything of value, but the Government doesn’t know it.”

But Bill’s claim was not validly located. Why? Because he made no “discovery” of valuable minerals—the first requirement of a valid claim. His type of claim can be voided by Government action, with possible serious loss of investment to him as well as expense to the Government. His type of claim is referred to as the “weekend mining problem” by Bureau of Land Management officials.

YOUR LANDS

Unauthorized users tie up millions of dollars of public lands and resources

Such claims are seldom valid mineral discoveries. They are generally not occupied for the minerals they contain, but they are occupied for recreational use of the lands. Bill Johnson controlled 20 acres of public land under the guise of the mining laws; he operated the flume and riffle box as a front—his real interest was in recreation resources. He made no contribution to the mining or minerals industries. Twenty acres of public land on a beautiful trout stream were closed to public use.

All should avoid trespassing on public lands. Going onto public lands and using them for hunting, fishing, and camping *isn't* trespassing. But going onto public lands without permission and *building a house* on the land—that is trespassing.

The unauthorized user gets lands and resources without paying for them. He often does not pay local property taxes. The lands are closed to public use and enjoyment.

Much of the land involved used without authorization is by its nature very valuable for public use and enjoyment. Beautiful recreation areas along streams and rivers—scenic vistas that could be enjoyed by hundreds or thousands of people instead of a few. Key tracts that control access to prime fishing or hunting areas are the lands most often sought by people who trespass.

Investigation of attempts to illegally obtain public lands for private use costs taxpayers thousands of dollars annually. Dollars vitally needed for constructive land management programs must be diverted to investigations of unlawful land use.

The Government does not have “NO TRESPASSING” signs along the boundaries of the national land reserve. These are *your* lands—168 million acres in 11 Western States. They are open to all lawful uses. The Government is building roads, preserving access routes, and putting up informational signs to make your use of the lands more enjoyable.

Through Congress you and 185 million other Americans have decided how these lands are to be used. They are no longer open to uncontrolled settlement and private use. In 1934 Congress passed the Taylor Grazing Act which closed the unreserved public domain in the West to indiscriminate settlement. This act and related government directives were such as to close them to most forms of private acquisition until after the

EXPENSIVE VACATION VILLA constructed on an invalid mining claim.



lands had been examined by the Government and found suitable for transfer out of Federal ownership. Lands classified as having high public values are maintained in public ownership for the benefit of present and future generations.

Congress recognized the individual citizen's need for home, recreation, and business sites on the national land reserve, and in 1938 passed the Small Tract Act. In the fictitious illustration at the beginning of this article, Roy Wilson's vague recollection that a person could get cabin sites from the Government was, in part, correct. It was unfortunate that he was led astray by Bill Johnson, because mining claims *cannot* be legally used for any purpose other than mining.

Under the Small Tract Act leases and sales up to 5 acres are made for home sites, recreation, or business sites. The lands are not free. They are usually sold at competitive auction and never for less than their fair market value. The money goes into the Federal Treasury.

Before lands can be leased or sold under the



OCCUPANCY TRESPASS on potential public recreation site in Oregon. The case was prosecuted and the trespasser billed for damages.

sands of mining claims have been filed during the last year. Field examinations have revealed no minerals of value in the areas. In the vicinity of California City, streets have been laid out by bulldozers between the mining claims. There is no evidence of any serious intent to use the land for mining.

A large number of homestead applications on desert lands near Phoenix, Arizona, were recently rejected by BLM because there was not sufficient water for agricultural development of the lands. Immediately some 1,000 placer claims were located by some of the unsuccessful homestead applicants to gain some semblance of title. Preliminary examinations have not revealed any valuable minerals in the area within the meaning of the mining laws.

Public is defined as: "pertaining to the people; belonging to a nation, state, or community at large—open to common or general use and enjoyment." Public land trespass is unauthorized use of lands which belong to *all* Americans—national lands—your lands.

Part of your taxes are used by the Bureau of Land Management for the conservation and management of the national land reserve. You are a part owner of the national land reserve, and you assist financially in its administration. Unauthorized use of public lands and resources means that you are being deprived of the full use of your lands, and you are not getting a full return from your tax dollars.

In southwestern Oregon the Department of the Interior set aside a strip of lands along the scenic Rogue River for public use and enjoyment. This is an outstanding area of mountains, forests, white-water rapids, and deep quiet river pools mirroring the image of nature. The Rogue is famous for its salmon and steelhead runs, and there are trout in its waters the whole year long. The area is being maintained by BLM for you and your family's benefit, as well as the benefit of future generations.



UNAUTHORIZED buildings and equipment on the national land reserve in southern California.

Small Tract Act they must be classified by BLM as most suitable for private development. Lands that are needed for public use are not classified for small tracts. This is where the trespasser attempts to take the law into his own hands.

If he doesn't want to pay for a small tract, or if he can't obtain a small tract in an area in which he is interested, the thoughtless person just uses lands he wants. Sometimes under the guise of other laws; sometimes in deliberate indifference to public ownership of the lands.

However, not all trespass is deliberate. There are cases where laws have been misinterpreted or unknown. But whether intentional or unintentional, there are thousands of cases of trespass on *your* public lands. Millions upon millions of dollars worth of public lands and resources are tied up by illegal use.

In certain areas of southern California thou-



DAMAGES were paid in full and the buildings removed for construction of public recreation facilities.



CASE CLOSED. The opportunity for public use and enjoyment of public lands is restored.

But this area too has been subjected to trespass. The following occupancy trespass report by the Medford, Oregon District Office of the Bureau of Land Management speaks for itself. Only the names of the trespassers have been changed.

"The X family's occupancy trespass is unique in the District trespass files, in that buildings constructed on this site by the X family are conservatively valued to exceed \$75,000.

"The X family were well-to-do in the lumber industry. In 1938 they purchased a mining claim located on the banks of the Rogue River, for the sole purpose of having a weekend and summer retreat from pressures of the business world.

"At this time the land involved was administered as part of the Siskiyou National Forest. Records received from the Forest Service at the time of land transfer show that on September 23, 1948, X family applied for a special use permit for a summer homesite on the claim. This application for improvements on a mining claim was disapproved, giving as reason that subject land was not open to entry at the time of the original locations, nor at the time of the amended location because of power site reserves and a proposed public recreation withdrawal.

"A decision rendered by the Oregon Land Office Manager on March 30, 1956, declared this claim to be null and void, and on September 3, 1958, Public Land Order 1726 placed subject area in the Rogue River withdrawal, for the 'preservation of scenic and recreation areas'.

"The land on which the improvements are located is so situated that its use could better benefit a larger segment of the public than a restricted vacation retreat for one family. The tract is immediately adjacent to a 44-acre tract which soon will be leased to Josephine County for a public park, situated 22 miles down the Rogue River from Grants Pass, Oregon. Located as they are on a level bench on the riverbank, the X family's improvements are easily visible to boaters who come

from all parts of the United States to enjoy the rugged natural beauty of the Rogue River.

"On May 11, 1961, X family's representatives were billed trespass damages for unauthorized use and occupancy of government land. On June 7, 1961, notice of appeal of this decision was filed by the representatives."

In connection with mining claim trespass on public lands, the Director of the Bureau of Land Management recently told a State mining organization that "much of this misuse might be said to stem from inadequacies in the law itself, but a heavily contributing factor has been incomplete enforcement of the law. Without an active and effective program for enforcement, abuse is bound to result, as much as we would like to hope otherwise."

In discussing trespass on public lands the Senate Interior and Insular Affairs Committee said: "A fundamental aim of the Department (of the Interior) should be the proper management and

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HOME constructed on unpatented mining claim on the national land reserve.





active acres

PEST CONTROL

The Secretaries of Agriculture, Defense, Interior, and Health, Education, and Welfare have established a Federal Pest Control Review Board. The Board has been established in response to President Kennedy's Special Message on Natural Resources. President Kennedy directed the Federal agencies engaged in pesticide control programs to coordinate their efforts in order to minimize harmful effects on public health and wildlife.

The new Federal Pest Control Review Board will review pest control programs and advise the various departments and agencies of Government concerning problems in the use of pesticides and other chemicals, especially in cases involving interdepartmental interests and responsibilities. This procedure will insure that the framework of the objectives of the programs are sound and that the most effective, economical, and safest procedures are followed. In particular, the Board will consider problems arising from pesticide uses that involve possible hazards to hu-

man health, livestock and crops and fish or wildlife.

Advances in technology have led to increased use of chemicals in all aspects of present-day living. Chemicals are now employed widely and effectively to control or eradicate a variety of pests found to be objectionable, economically wasteful or destructive, and hazardous. The use of many of these chemicals is essential to human health and comfort, to the maintenance of a safe and adequate food supply, to the preservation of our natural resources, and to the economic well-being of the Nation. At the same time, the national interest demands that all such chemicals be used intelligently and with full consideration of any possible adverse side effects.

COAL RESERVES

Coal constitutes 68 percent of the total recoverable reserves of mineral fuels in the United States. Petroleum and natural gas total about 16 percent of the fossil fuel reserves, and oil from oil shale accounts for another 16 percent.

The estimated recoverable

coal reserves of the Nation totaled 830 billion tons as of January 1, 1960. Of this huge tonnage, some 1,442 times the recent annual production, 47 percent is bituminous, 25.5 percent is subbituminous, 26 percent is lignite and 1.5 percent is anthracite and semianthracite. Even assuming a great increase in the rate of coal production, these reserves will last for many generations.

WILDLIFE

The Department of Agriculture will begin a program next year to encourage farmers to develop conservation practices which benefit wildlife.

Cost sharing assistance programs will be enlarged to include practices which enhance wildlife protection while also providing soil and water conservation benefits.

Financial and technical assistance will be given to farmers for the development or restoration of shallow water areas for wildlife, for constructing ponds and dams for wildlife and for establishing cover and food plots, and other practices that

will enhance wildlife in a particular county or State.

The Commodity Credit Corporation is now authorized to provide Government-owned grain for emergency use in feeding wildlife threatened with starvation.

The Secretary of the Interior may ask for Government grain to prevent damage or loss of resident game birds, migratory birds, or other wildlife.

TRUMPETER SWAN

At least 25 million persons will have an opportunity each year to see the beautiful trumpeter swan which less than 30 years ago was considered in danger of extinction.

Twenty-four zoos and other institutions which have a total of more than 25 million visitors annually have been loaned available surplus trumpeters by the Fish and Wildlife Service of the Department of the Interior. Other institutions are on a waiting list and birds will be loaned as they become available.

Only a few are distributed each year, the number depending upon the status of the wild population. Each zoo receives two swans. Except for their black bills and feet, trumpeters are white in color and stand about 40 inches high with a wingspread of about 7 feet and are the largest of the North American waterfowl.

In addition to this main population, trumpeter swans have also been established as wild breeding birds by the Bureau on the Malheur National Wildlife Refuge in southeastern Oregon, Ruby Lake National Wildlife Refuge in north-central Nevada, and the National Elk Refuge in Jackson Hole, Wyoming. An attempt is currently being made to reestablish trumpeters in prairie habitat, and a flock of acclimated immature birds is scheduled for release this year on the Lacreek National Wildlife Refuge in South Dakota.

Trumpeter swans also exist in Alaska and Canada where the

total population has been estimated at about 1,500.

From the latter part of the 19th century until 1935, trumpeter swans were threatened with extinction in the United States. In that year, the Red Rock Lakes Migratory Waterfowl Refuge was established in southeastern Montana by the Federal Government to preserve their last major breeding grounds and furnish this species with additional protection. Since then these majestic native swans have increased their range to the point where they are now nesting in formerly unoccupied habitat in Montana, Wyoming, and Idaho. The population now has increased to where total numbers in the tri-state area now fluctuate between 600 and 700.

YOUNG WHOOPERS

The 1961 whooping crane crop numbers at least four young birds. A total of 26 young and adults have been counted in the Sass River area of the Northwest Territories, according to latest word from Canada.

A helicopter flight in the remote Sass River area revealed seven pairs without young and four pairs with one young bird each.

The 1960 population of wild whooping cranes totalled 36 birds.

FEDERAL-LOCAL GOVERNMENT PLANS

The Department of the Interior has announced proposed rules that would provide for closer cooperation with local governments in the sale or leasing of small tracts of Federal land.

The Bureau of Land Management would cooperate closely with local governments units in classifying public lands for small tract development. The availability of public facilities, especially schools, water, roads, and electricity, would be thoroughly reviewed before any small tract communities would be developed on public lands.

CUT RED TAPE

The Government's new rules on public land contests eliminate paperwork and red tape that used to cost taxpayers up to \$3,000 a month.

The Department of the Interior handles several thousand "contest" proceedings each year. They include disputes over public land sales, settlement rights, leasing contracts, and so forth. The most common type of contest involves the determination of the validity of mining claims.

The new rules do away with unnecessary paperwork and expensive legal papers and cut down on correspondence and duplicate effort. They will improve the service to States, local governments and other organization or individuals seeking to obtain public land.

RADIOACTIVE SURVEY MARKERS

Surveyors in the Bureau of Land Management will conduct a feasibility study with the help of the Atomic Energy Commission to determine whether minute quantities of radioactive substances would be helpful in fixing township and section corners.

A large part of the work of BLM surveyors involves finding old surveys and reestablishing survey monuments. If it proves practical to mark them with radioactive substances, future surveyors will be freed to devote much more time to new surveys.

HUNTING AND FISHING

Fifty million Americans fished or hunted in 1960. Thirty million people spent more than 2 days fishing and hunting, purchased a license or spent more than \$5 on their sports.

In the last 5 years the number of fishermen and hunters increased 22 and 24 percent respectively—the total national population increased 11 percent during the same period.

Americans spent nearly \$4 billion for hunting and fishing recreation in 1960. **End**

THE NATIONAL LAND RESERVE

(Continued from page 4)

area for a particular resource. It may be that in other areas many uses will be involved, and several resources. To do this, we have to maintain a sense of balance, and we have to look across the board in approaching these resources problems.

I was with a governor a few weeks ago in one of the Western States and I had to bite my tongue a bit, even though I've heard this argument made by some people in public life in my own State. Because he was describing how, as he put it, that in his own State which has a large percentage of Federal land, his State also has large blocks of State land. And he ended up by saying, after describing the percentages involved—it might have been 13 percent in private ownership, which apparently to him seem to be the only type of ownership worth talking about—that this 13 percent of the land has to support the whole State.

In other words, the so-called public lands are a drag on economy, and a drag on the State. And I did not rebut him, because it would have been discourteous under the circumstances. But knowing that State as I did, and knowing what it was deriving from their mineral resources on the public lands, and knowing that all the areas that were susceptible and available for grazing were being grazed, and knowing that the great forest areas were being developed and that a portion of the receipts were being plowed back into the State as is true under all these programs, and knowing what the State was getting from the management of these lands—I just said to myself, "Well, I wonder whether he is interested in the facts and I wonder again whether there aren't a lot of other States located east of the Mississippi that would like to be burdened with some of these lands that are supposed to be dragging down some of the Western States."

Our Responsibility

In managing our land estate, we need new approaches, new ideas. As our States grow, as our cities push out, we need to place additional land under private ownership to assure the most favorable circumstances in terms of future growth. I'm not here making any argument to the contrary. I think we need to block our holdings—in the right kind of management units. And I think, also, that we need the soundest type of conservation practices in the management of all of these lands. This is absolutely essential.

If we're wise we will look ahead, 10, 20, 50, or 100 years from now. If we look on down the road a bit it will make sense to us, in most instances, to have some lands that some people might say are lying idle—though they won't be really, because of the various uses to which they are already subjected. I think this is the type of planning that

we must do, if we are to discharge our responsibility, not only to the people who are here today but those for whom we bear heavy responsibility.

There's a story that's always been a favorite of mine. About the Moro natives in New Zealand who were the aborigines, as our Indians were. As Indian people, they had a very high state of culture, and very high concepts in some ways. When the first settlers came to that continent 200 or 300 years ago, the Indians had their own patterns of land use developed, and they were using most of the land in the area. When some of the settlers came and wanted to use these Indian lands, they approached the Indian chiefs with a proposition to buy certain of these lands—making them an extremely attractive offer. The Indians said they would have to think it over, and they retired to talk. When they returned, they said, "Your offer is very attractive, and we would like to accept it. But we alone don't own these lands. Our children, and the children that aren't born, have an interest in them, and we can't sell their interest. And therefore we are going to keep the land ourselves for them."

It is this attitude—of looking down the road—that best exemplifies the spirit of conservation we need today. There is a growing interest in sound conservation in this country, and I think this is a great thing for the Nation.

End

UNAUTHORIZED USE OF YOUR LANDS

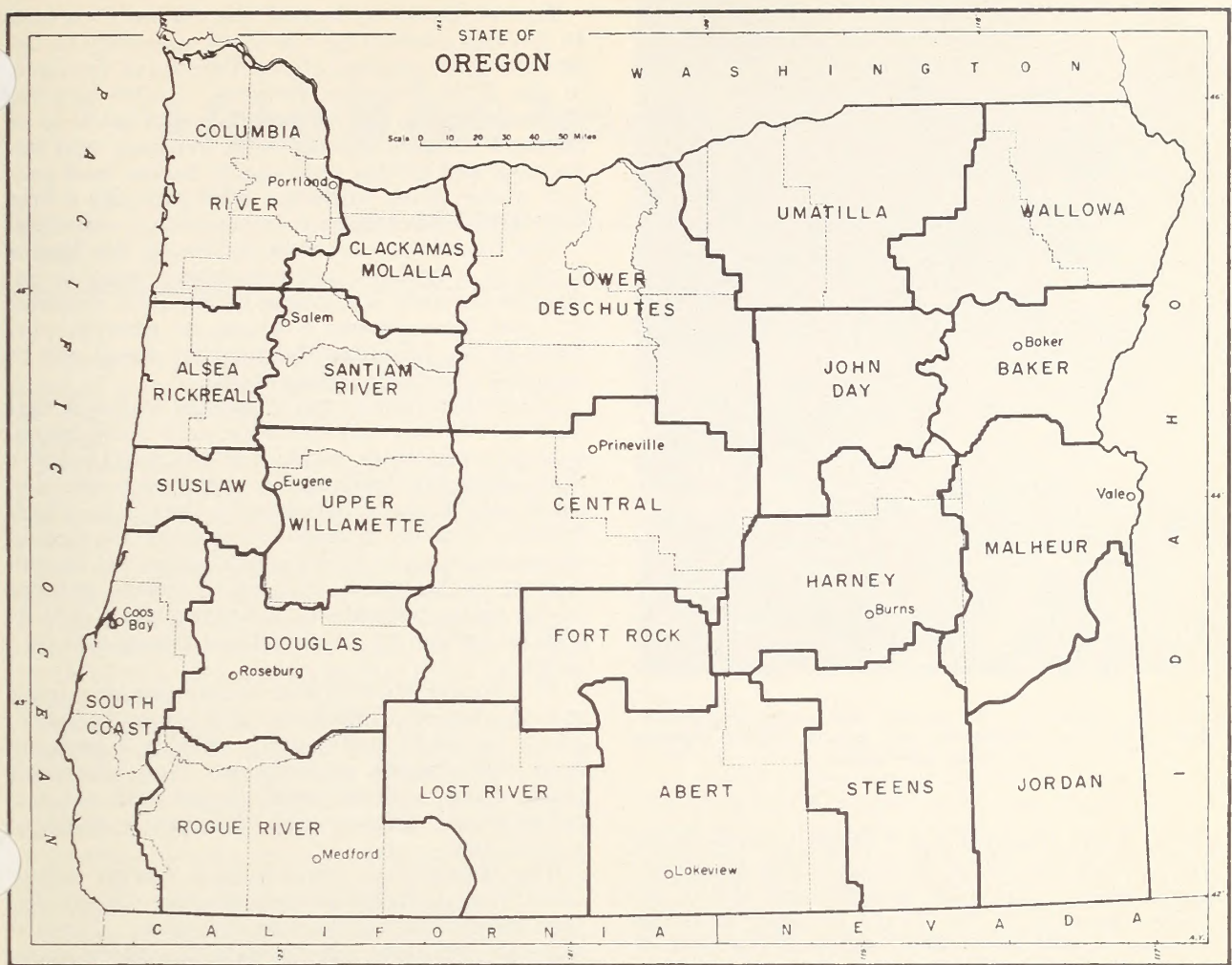
(Continued from page 13)

disposition of the lands and resources under its jurisdiction. Unauthorized use . . . interferes with orderly management or disposition and must be promptly and vigorously controlled. . . . failure of the Department to eliminate unauthorized uses or transform them into an authorized status leads to the spread of unauthorized use, deprives the Treasury of current revenues, and breeds disrespect for the property rights of the Government. Each Government employee has a duty of reporting trespass on public land, and the officers to whom it is reported have a duty of diligent action until the case is finally terminated."

These statements by the Director of the Bureau of Land Management and the Congress can be applied to all types of trespass on public lands. We must be vigilant and aggressive if we are to protect the public interest in the national land reserve. The word "we" means you as a citizen and taxpayer, as well as the Federal agencies concerned. The protection, conservation, and management of our public lands is the responsibility of all land owners—185 million strong!

If we think in these terms—and we should—the national land reserve will be managed for the use and benefit of all Americans.

End



MASTER UNIT land use and classification map for the national land reserve in Oregon.

MASTER UNIT CLASSIFICATION

(Continued from page 9)

use is urgent. By the same token, land which has few of the normally considered attributes of a picnic site may possibly be devoted to such a use if the demand is heavy, there are no alternate sites available, and the land can physically be used for that purpose.

The Master Unit System was developed through the use of pilot projects in Colorado and California. It was given great impetus when President Kennedy called for an "inventory and evaluation" of the public domain, since its design will permit a substantial contribution to that goal. Final instructions were prepared during the spring of 1961 with the help of field personnel detailed to Washington.

The system itself is quite simple, but requires

extremely careful and objective land use and land tenure analysis for proper implementation. The *first step* involves establishing a system of geographic study units which are termed *Master Units*. These are the controlling devices in the overall program and are used as the framework for the study of the public domain within each unit.

The *second step* involves conducting the *initial analysis* of each Master Unit. This analysis pulls together all available data regarding the physical characteristics of the public land involved, and the economic and social factors affecting the use of the land. The data is analyzed in light of pertinent laws, policies, and regulations. As a result of the study and analysis, the public land in each Master Unit is segregated into three categories: Title Transfer Projects, Land Management Projects, and Residual Management Areas.

Title Transfer Projects includes those lands not necessary or proper for continued BLM manage-



OIL SHALE deposits on the national land reserve in Colorado. Land surveys and classification will identify valuable minerals for future development.

ment. *Land Management Projects* includes those lands which should be retained under BLM administration. *Residual Management Areas* includes those lands for which detailed land use decision cannot be properly made at the time of the initial analysis.

GOATS grazing on the national land reserve in Arizona. Land and forage requirements of the livestock industry are one of the many things studied in Master Unit planning.



The *third step* is termed the *Action Program*. It involves conducting the study necessary to determining the proper type of disposition for land in the Title Transfer Projects. It also involves determining the precise boundaries of lands to be retained in Land Management Projects, and improving and giving permanence to the land pattern within those projects. This provides a firm basis for needed resource management activities.

The *fourth step* involves reviewing the Master Units on a periodic and continuing basis, to determine the need for change in the Title Transfer or Land Management Projects, or whether portions of the Residual Management Areas can be included in a project designation.

The review process recognizes the principle that land use decisions are based not only upon permanent physical characteristics of the land, but also upon changing local and national economic and social conditions. Consequently, the system is sufficiently flexible to meet *unexpected* changes in these conditions. *Anticipated* changes will be considered in the initial analysis, of course, and one of the major purposes of the entire effort is to do sufficient planning to meet those changes as they occur.

The Master Unit System should permit a much greater degree of efficiency and concentration of effort by BLM technicians. Highly significant land management projects can thus take their place along with national forests and national parks as well known areas of federally managed public land.

The Master Unit Classification System will be one of the significant factors affecting the national land reserve during the next few years. It represents an important step forward in modern public land management.

End

A Forest of Giant Cactus

Land exchange adds to Saguaro National Monument

A unique tract of 480 acres including part of a forest of giant saguaro cactuses has been added to the Saguaro National Monument near Tucson, Arizona.

The addition is the result of a land exchange with the University of Arizona. In return, the University obtained an area of public lands farther west in the State.

Now within the limits of the Saguaro National Monument, the newly acquired lands embrace part of a large forest of cactuses, from which the monument receives its name. It is one of the largest stands of this rare and grotesque giant cactus in United States.

Often growing to a height of 50 feet, the Saguaro cactus is a huge plant, shaped like a fluted column. When full grown, the cactus weighs several tons, but 80 percent of the weight is water stored in its pulpy tissues. The immense root system absorbs water during the short rainy season. Then, during the long arid season, the plant survives on its own water storage.

Instead of leaves covering its tough green skin, the saguaro has spiny needles, which help protect the cactus against desert animals which would otherwise consume the plants for their moisture.

Spectacular in any season, the saguaro cactus is especially beautiful in the spring, when its tall stems are topped with creamy white flowers. Under the summer sun, these blooms ripen to crimson fruit filled with black seeds—providing food for a variety of birds and the braver squirrels and chipmunks.

Pima and Popago Indians once derived much of their food from saguaro fruits—consuming them fresh, storing them in dried cakes, or boiling them to produce a syrup. A native type of fire-water can still be manufactured from the fermented juice of fresh saguaro fruits, which are sometimes called pitahayas.

The unusual forest of saguaro cactus, growing at the bases of three rugged mountain ranges, is now entirely within the Saguaro National Monument in Arizona. One of the largest of its kind in the United States, the forest has survived thousands of years of history in the Southwest.

The lands newly acquired by the Government were originally selected by the University of Arizona from a vast and scattered area of public lands granted the State when it was admitted to the Union. In the present land exchange with the Department of the Interior, the University received 3,442 acres of public lands of equivalent value in three townships of south-central Arizona. Transactions affecting the land exchange were handled by the Bureau of Land Management.

A desert wilderness of about 100 square miles, the lands of the Saguaro National Monument are preserved and protected in perpetuity by the Government. One of the few monuments dedicated to perpetuating desert plant life, the monument is part of the National Park System of the United States Department of the Interior.

The area of public lands administered by the Bureau of Land Management is $3\frac{1}{2}$ times bigger than Texas, four times bigger than California, and 681 times bigger than Rhode Island.

Every Bureau of Land Management technician is responsible for approximately 1 million acres of public lands and resources.

Multiple use of your public lands means balanced resources management. Balanced in terms of the entire management system—477 million acres. Balanced in terms of the public interest—185 million citizens.

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